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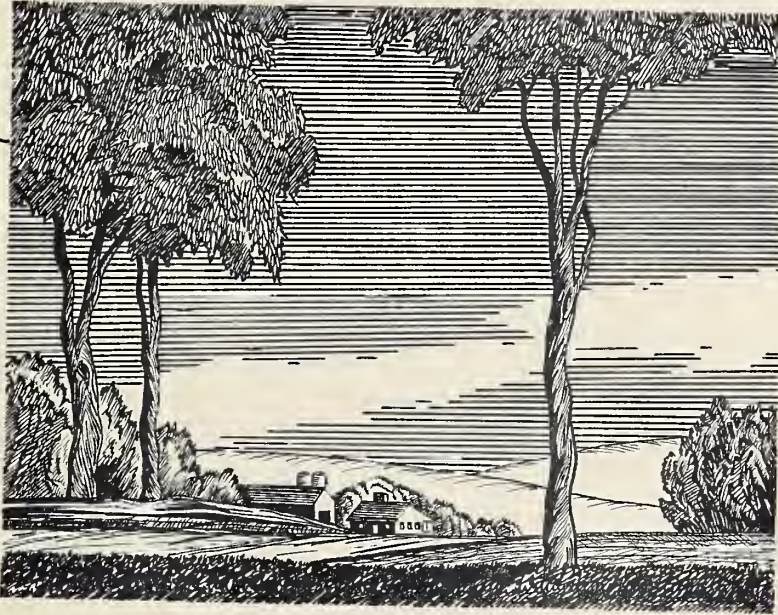
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LAND POLICY CIRCULAR

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DIVISION OF LAND UTILIZATION
LAND USE PLANNING SECTION
RESETTLEMENT ADMINISTRATION
WASHINGTON, D.C.
JULY 1936

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July 1936

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The LAND POLICY CIRCULAR is issued by the Division of Land Utilization, Resettlement Administration, in cooperation with the Division of Land Economics of the Bureau of Agricultural Economics. Its purpose is to provide technical information in the field of land economics to assist the staff members of the Resettlement Administration and its cooperating agencies and other interested groups to keep in touch with current developments bearing upon their work. Its pages will serve as a clearing house for information concerning local, State, and Federal land planning activities and research.

DRAINAGE BASIN
WATER RESOURCES
STUDY UNDERTAKEN

The Water Resources Committee of the National Resources Committee will report its findings to the President in December of this year on a national study of major drainage basin water resources now under way. The objectives of the study are listed as follows:

(1) to provide a sound, nation-wide outline of feasible plans for securing the greatest beneficial use of water resources of each of the 11 major drainage basins in the United States;

(2) to furnish the various Federal, State, and local agencies a clear statement of the dominant physical and economic considerations affecting the development of water resources in each basin;

(3) to establish as far as possible the major ultimate aims and limits of development, and the work consistent therewith, which can now be undertaken;

(4) to provide for a program of investigation which will permit a continuous check, revision, and improvement of the plan outlined.

The Committee's report will consider the outstanding problems of water use and control; the broad outline of a reasonable and integrated plan of development; and the specific construction projects and the study projects which will be consistent with the broad plan, and which should be undertaken immediately or in the near future. Questions of administration or finance will not be considered.

It is also anticipated that through the organization to be set up, local and State participation in preliminary planning work may be developed.

The organization to carry out the study will consist of a Director (Frederick H. Fowler of San Francisco); an Assistant Director (Merton L. Emerson of Boston); a Regional Coordinator (Howard Critchlow of Trenton, N. J.); 14 District Water Consultants, and other special consultants and necessary technical and clerical assistants.

The Committee has emphasized that the program outlined is not merely a compilation of projects now in the files of Federal agencies. The program looks toward bringing State, Federal and local interests together to outline broad plans, and to initiate cooperative planning activities which will continue long after the report is complete.

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LAND PROBLEMS DISCUSSED
AT MISSISSIPPI CONFERENCE
OF RURAL MINISTERS AND
CHURCH LEADERS

During the Mississippi Conference of Rural Ministers and Church Leaders held at Mississippi State College June 22-26, the "Social and Economic Problems of the Agricultural Community" were discussed by people well known in various fields.

On June 23 Dr. Carl C. Taylor, in Charge of the Division of Farm Population and Rural Life, United States Department of Agriculture, addressed the Conference on the subject of "Problems of the Submarginal Areas." C. O. Henderson, Land-Use Planning Specialist for Mississippi, Resettlement Administration, spoke on "Land-Use, Planning and Problems."

C. B. Anders explained the "Problems Involved in Soil Conservation" during the June 25 session, and Dr. Henry W. McLaughlin and Honorable Alfred H. Stone explained "The Problems of Tenancy" and "The Problem of Taxation", respectively, during the June 26 meetings.

Other discussions concerned the Problem of Rural Youth; the Agricultural Situation and Needed Readjustment; Special Problems of Rural Youth; Education Problem in Mississippi; and the Problem of Rural Health.

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STUDY OF ENGLISH AND WELSH
TENANCY SYSTEM SHOWS POSSIBILITIES
FOR IMPROVEMENT IN THIS COUNTRY

American agricultural economists who have studied the English and Welsh tenancy system praise it with but few reservations, and those who have observed it in actual operation commend it highly. Their analyses indicate that it is well adapted to those countries, and also that the American farm tenancy system could be greatly improved by the adoption of certain principles which have been developed in England and Wales.

Under the direction of Marshall Harris of the Land-Use Planning Section, Division of Land Utilization, the Agricultural Landlord-Tenant Relations in England and Wales have been investigated, and the findings, because of their technical nature, have been published as "Land-Use Planning Publication No. 4, July 1936," and distributed in limited quantity.

The present tenancy regulations of England and Wales are an outgrowth of more than half a century of constant study and legislative activity. The English have followed the procedure of developing their tenancy law out of the successful experiences of the better landlords and tenants, and have pursued the policy of adjusting landlord and tenant relations by placing the tenant-operator more and more in a position similar to that of the owner-operator. Throughout these adjustments they have safeguarded the interests of the landlord and have afforded effective protection to the natural fertility of the soil and to the improvements effected by both the landlord and the tenants.

The recently completed study concerns the relations between landlord and tenant in England and Wales as they have been regulated by a series of comprehensive statutes which define in some detail the rights and duties of the two parties. These statutes have been designed to improve the same two conditions which have been so severely criticized in the American tenancy system, namely (a) the rapid depletion of the soil resources and the excessive deterioration of the improvements on tenant-operated farms; and (b) the constant shifting of tenant farmers from farm to farm. The statutes have corrected these two short-comings by providing that the outgoing-tenant shall be reimbursed for improvements which he makes during his occupancy of the farm, and by preventing the shiftless tenant from causing dilapidation. The rural tenantry is also made relatively stable and secure in the occupancy of the farms by a

statutory provision which provides that a landlord is liable for losses experienced by a tenant when he is unduly evicted or when the landlord unreasonably fails to renew his lease.

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COUNCIL OF STATE
GOVERNMENTS TO
MEET

On Wednesday, January 20, 1937, the third General Assembly of the Council of State Governments will convene in Washington for a 3-day meeting. At the meetings of the various commissions of the Council of State Governments, the Interstate Commission on Conflicting Taxation, the Interstate Commission on Crime and the Interstate Commission on Social Security, will analyze proposals for the consideration of the General Assembly.

Governor Paul V. McNutt, Indiana, President of the Council of State Governments, will be ex-officio speaker of the Assembly.

Model legislation will be considered by the Assembly and will be recommended to the 43 State legislatures to meet in 1937 as having the approval of the Assembly. Problems of interstate significance will also be discussed, so that cooperative action can be recommended to the various legislatures of the States involved.

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TWO MICHIGAN
COUNTIES PERMIT COUNTY
BOARDS TO INITIATE ZONING
ORDINANCES

Delta and Menominee counties in Michigan have recently acted favorably upon the referendum for rural zoning.

In Menominee county the County Agent was instrumental in arousing interest through a series of local meetings at which the nature and purpose of rural land planning was explained. In Delta county the County Agent, the Secretary of the Chamber of Commerce,

and the teacher of agriculture in the Escanaba High School were helpful.

In Cheboygan county on the Lower Peninsula the County Agent has held a series of educational meetings, and it is expected that the matter will be voted upon in the fall election there, as well as in several counties of the region.

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UP-STREAM FLOOD
CONTROL CONFERENCE
CALLED

Problems of "up-stream" engineering in relation to flood control and land conservation will be discussed at a conference of experts from the United States and foreign countries in Washington, D. C. September 22-23.

In a recent letter to Secretary of Agriculture Wallace, President Roosevelt said in part:

". . . There is a wealth of experience and data as to down-stream engineering and works required for navigation, power development and flood control -- levees, large dams, great reservoirs, and channel improvements on major streams. But necessary as these are for the safeguarding of those who live in areas subject to destructive floods and of property located therein, it must be remembered that down-stream waters originate largely in up-stream areas."

Members of the Committee in charge of the conference are H. H. Bennett, Chief of the Soil Conservation Service, Morris L. Cooke, Administrator of Rural Electrification Administration; and F. A. Silcox, Chief of the Forest Service.

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SUGGESTIONS ON TRAINING FOR RURAL LAND-USE PLANNING 1/

The Field

The field of rural land-use planning has developed rapidly in recent years. Originally developed on a research basis under the name usually of land utilization, it has now definitely entered the realm of action and public policy, both Federal and State. With this change, the term "land-use planning" has largely supplanted the former designation "land utilization."

The field is not easy to define in terms of distinct boundaries separating it sharply from other special lines of endeavor which fall more or less traditionally into professional and curricular categories. It can be indicated better by outlining the problem which the workers in the field are called upon to handle.

The problem in rural land-use planning is, in essence, to attempt to redirect and reshape the uses to which various types, grades or classes of our (rural) land resources are put, in order more nearly to bring about the dedication of each category to a long-time use, or combination of uses, to which it is physically and economically better suited than it is in its present uses. 2/

1/ This statement was prepared at the suggestion of the Social Science Research Council Committee on Social and Economic Research in Agriculture who felt that suggestions on training for rural land-use planning would be especially helpful at this time in view of the rapid development of public programs of action in this field. The group which prepared this statement consisted of H. R. Tolley, chairman, and Messrs. J. D. Black, Jacob Crane, S. T. Dana, J. N. Gaus, L. C. Gray, Carl C. Taylor, and E. H. Wiecking. The statement is published by the group on its own responsibility; it is not an official publication either of the Committee on Social and Economic Research in Agriculture or of the Social Science Research Council. The Council and the Committee were, however, of great assistance, and the group is deeply indebted to them for their cooperation.

2/ Where the present use appears on the whole to be a desirable one, the central problem, of course, becomes one of maintenance and improvement in that use, or combination of uses.

The problem concerns primarily the major use, i.e., crop-farming, grazing, forestry, wildlife, recreation, etc. As such, the issue is centered in broad problem areas which typically comprise poorer land resources -- land areas "marginal" or "submarginal" for agriculture. Obviously, therefore, the field embraces one segment of planning for agriculture or rural affairs as a whole, just as planning for agriculture or for forestry is but one segment in the many-sided problem of "national" planning.

Reorganization of the use made of the basic resource, land, necessarily involves the question of possible reorganization of the entire economic, social and governmental structure of the area. The "human resources" consideration is a vital element, usually the vital element. Hence, rural land-use planning involves much more than land alone, but the term is appropriately descriptive, since the land is usually the basic productive resource upon which the economic and social structure of the area is primarily dependent. Entering strongly into the judgments that go to determine what is "better" is, of course, the conservation criterion. The social viewpoint, nevertheless, although usually the dominant consideration, by no means excludes the point of view of individual gain -- the latter, however, must not be inconsistent with the former.

In any case, the problem presented either to a research worker wishing to make a realistic analysis and sound recommendations, or to an action agency desiring to "do something" about an area in which an obvious maladjustment in the use of land resources exists or threatens, is a complex one, in an effort to solve which it is necessary to call upon many specialists to contribute. In doing so all traditional lines of demarcation between specialized fields are likely to be cut across; in fact, an action approach which does not do so is probably doomed to ineffectiveness. A complex of interrelated factors is involved in the existing situation; this interdependence, however, is the essence of a workable way out of that situation. A diagnosis of what is "wrong" or "bad" or "maladjusted" about a sparsely settled cut-over territory in the northern portions of the Lake States, for example, requires careful consideration of topography, climate and soils; of farm organization, management and practice; of the forest, wildlife, and recreational resources; of engineering problems; of law and legal institutions; of banking and credit; of the relation of the farm set-up and its operations to the rest of the economic structure of the area (e.g., farmers may do part-time farming by working part time in mines, forests, etc.), and the status of the outlook for that economic structure; of the composition, characteristics, attitudes, etc., of the population itself; of the "human resources", etc.; of the structure, organization, services, costs,

etc., not only of local government but also of certain phases at least of State government (e.g., States through their grants-in-aid may heavily subsidize an area); of the relative levels and content of living of the residents; of rural social institutions; of alternative economic and social opportunities for the resident families, and so on. Judgments as to what might be done to devote that land to a better use and provide a more adequate alternative for its population necessarily include considerations involving the whole range of natural and social sciences - and much that lies outside the realm of science in the realm of an art. Land-use planners to succeed in getting things done cannot eschew the field of so-called practical politics.

An actual workable land-use planning project will call for contributions from many highly specialized fields, but the contribution and performance of each must clearly be a part of a synthesized, coordinated whole, for what is done in one segment of the problem usually affects what is, or what can be done in other segments. To the criticism that rural land-use planning thus appears to embrace the universe, the answer is simply that the problem itself makes it so.

Among the best published examples of what the rural land-use planning problem involves are: (1) Report of the Land-Planning Committee of the National Resources Board (published by the Government Printing Office, December 1934) for the problem in its broader national aspects; and (2) A PROGRAM FOR LAND USE IN NORTHERN MINNESOTA, by O. B. Jesness, R. I. Nowell and Associates (published by the University of Minnesota Press, January 1935), for the problem in its detailed application to a specific area.

To hold, as has at times been suggested, that the proper procedure is to have a soils man, a farm management man, a specialist in government and taxation, a rural sociologist, a land economist, an agricultural engineer, and other specialists go into an area and each make a more or less separate analysis to be coordinated at the end of the study, has been demonstrated by experience to be an inefficient, ineffective, and usually futile procedure. The problem must be attacked as a whole, simultaneously on all fronts, with constant cross-checking of its interdependent elements, and with all workers operating as a team under a planning leader who can at all times see the problem as a whole, can keep in mind the goal of a practical, workable plan, and can coordinate, weigh, and balance the activities of the specialists toward that end.

Urban or city planning has a fairly well established status

as a professional field. As work there developed, planning activities were extended to include a larger area than the city proper. To this enlarged sphere, the term "regional" or "metropolitan area" planning is customarily applied. It is apparent that the interests and activities of the more strictly rural land planner will touch the interests and activities of the city and regional-urban planners at important points, more particularly, of course, in the land-use zones where essentially urban or suburban aspects of use shade into essentially rural aspects.

This Committee does not feel that an attempt to draw a distinction between "rural planning" and "rural land-use planning" is vital for the purposes in hand. Rural planning, for example, has been said to be a broader field than rural land-use planning in that the former comprehends much more than land-use, and involves roads, schools, power, transportation, market organization, etc. -- in other words, the whole rural complex. However, this appears to be a rather narrow interpretation of "land-use"; in actual practice, as has already been indicated, reorganization of the use of the basic land resource inevitably involves the whole economic and social structure dependent upon it or associated with it. Again, it has been said that rural planning applies to the supramarginal lands as well as to the so-called marginal or submarginal lands, whereas the term rural land-use planning, by usage, has come to be associated with the marginal or submarginal lands only. It is generally true that attention has hitherto been concentrated primarily on the marginal and submarginal areas because they are the most acute problem areas from a long-time standpoint. In the better farming areas the major use of the land for agriculture, forests, or extensive grazing, for example, is less likely to be a question at issue. Questions of the type of farming and other questions of farm organization and management are more usually dominant considerations in the better land areas, and a possible reshaping of the entire economic, social, and governmental structure is less likely to arise. The basis of this distinction is essentially the same as that which has been advanced for differentiating the fields of farm organization and management from the field of land utilization or land-use planning. Whatever the merits of such a proposed distinction may be, this Committee does not consider it particularly important from the standpoint of a training program, since adequate training for rural land-use planning should be preparation enough for working either in good or in poor land areas.

Opportunities in the Field

The activities, largely in the emergency category, of the present Administration have given a great impetus to rural land-use

planning. These have made a heavy draft upon the available supply of trained men. The shortage of suitably prepared personnel has necessitated calling upon many who would have been more immediately effective had their training been focused more definitely around the objective of land-use planning, although this Committee is clearly cognizant of the difficulties involved in outlining a satisfactory training program, and also of the fact that even a satisfactory training program has certain limits, since much necessary training can be gained only by participation as a member of a working, planning organization. Neither does this Committee have in mind that training for such work should take the form of narrow, specialized courses pointed directly at this form of public service. Experience has clearly demonstrated that a majority of students who train for specific lines of work frequently find themselves following other lines. Furthermore, experience in training for the public service has indicated that the kind of specialization which fits any particular line of endeavor lies in the choice of emphasis in the fundamental background courses rather than in sharply pointed courses of the trade school type, in which students learn how to perform particular tasks in definite ways.

To what extent the present demand for rural land planning personnel will continue cannot, of course, be foretold. Land policy today, however, plays an important part in the program of the present Administration. It seems probable to this Committee that the Federal Government as well as the States will continue to carry on and will develop still further their land programs. It seems highly probable that out of the present emergency activities and agencies dealing with various aspects of land policy and land problems, there will be developed a permanent land planning program, and an appropriate long-time agency or agencies to carry on the work. The present organizations and agencies engaged in these activities may change, but the basic functions no doubt will continue. The multiplicity of Federal agencies dealing with land may well lead to the establishment of an agency to coordinate and unify the now largely separate programs. That there is strong support for governmental action in the field of land policy is indicated by the generally favorable public reaction to the activities already launched, and by the apparently growing favorable public opinion. Leading farm organizations have endorsed rural land-use planning as an essential element in a sound long-time policy for agriculture. It has received universally favorable support from the agricultural colleges and experiment stations, and from conservation agencies and organizations. It has been approved by groups in other respects somewhat critical, perhaps, of other governmental programs in agriculture. It will be recalled,

also, that measures to bring about a better use of our land resources have, in recent years, been included in the planks of both the major political party platforms, and that certain activities toward that end were undertaken late in the term of the preceding Administration. Definite action by the States has also developed and may be expected to continue. New York and Wisconsin, for example, have made notable progress in this field.

All things considered, it would appear that the present emphasis upon rural land-use planning is grounded upon substantial public opinion as to its need and importance, and that these forces will make likely a continued program of governmental action, both Federal and State, in this field for some time to come.

With respect to opportunities in the Federal service, national activities, which more specifically involve rural land-use planning, are at present centered in the National Resources Committee and its affiliated State and regional planning boards; the Resettlement Administration; the Division of Land Economics of the Bureau of Agricultural Economics; the Tennessee Valley Authority; the Soil Conservation Service; and the Forest Service.

The function of the National Resources Committee (formerly the National Resources Board) with respect to rural land resources is not land-use planning as such, but rather coordination of activities in that field, and as an agency not administratively a part of any specific Department, it aids in formulating and bringing about desirable developments in land policy and planning. This it does primarily through its Land Policy Committee. The Committee had (apart from its immediate membership) during the fiscal year 1935 approximately the following technical personnel on its rolls assigned to various types of planning work: District chairmen, 7; consultants and associate consultants working with the State Planning Boards as coordinators between the National Resources Committee and the State Boards, 44; State land planning consultants (rural land-use planning), 51; regional land planning consultants (rural land-use planning), 10; a panel of special consultants, 8; consultants on water resources, 30. A principal undertaking was the preparation, in cooperation with a number of other official agencies, of a set of special reports on planning, made at the request of the President. During the period when work on these various reports was at its peak, the technical personnel reached a total of approximately 500 persons. One of the

special reports 3/ which dealt with rural land policy and land utilization was made in close cooperation with the then existing Land Policy Section 4/ of the Agricultural Adjustment Administration. The State and regional land consultants referred to above were employed to assist in preparing basic data for the national report; they assisted later in the preparation of individual State land reports. The permanence of the National Resources Committee, which was established by Executive Order in 1934 as the National Resources Board and financed from Public Works funds, has not at this time been assured by specific legislation.

The State Land Planning and Regional Land Planning Consultants were transferred to the Resettlement Administration shortly after that new agency was established in 1935, and are now a part of the Land-Use Planning Section of the Division of Land Utilization of the Resettlement Administration.

Affiliated with the National Resources Committee are the State Planning Boards, which have been established in practically every State, and two regional planning boards. The membership of these boards is in general not composed of professional planners, but consists usually of persons selected by the Governor from official and private life, who serve as a rule without salary. Working with those planning boards, which comply with certain requirements of the National Resources Committee, are the professional, full-time general planning consultants referred to earlier, who serve in the capacity of advisers and coordinators. Their salaries to date have been provided in whole or in part by the National Resources Committee. Little additional professional planning personnel has been employed directly by the State Planning Boards, the boards having, as a rule, relied upon other agencies in their States to carry on planning studies. However, in view of the growing interest in planning, and of the efforts being made to give it permanency, it is not unlikely that State Planning Boards, State Land-Use Committees or their equivalent, will become more securely established, and perhaps certain of them will be provided with funds of their own for the employment of technical planning personnel.

3/ Published as Part II of the Report of the National Resources Board, December 1, 1934. Additional reports on land are in preparation.

4/ This Section was transferred to the Resettlement Administration in June 1935.

The Resettlement Administration was established by Executive Order on April 1, 1935. Transferred to it and now consolidated with it, are the functions, or certain functions, of a number of hitherto separate agencies, including the Land Program of the FERA, the Land Policy Section of the Division of Program Planning of the AAA, the State and Regional Land Consultants of the National Resources Board, the Division of Rural Rehabilitation and Stranded Population of the FERA, and the Division of Subsistence Homesteads of the Department of the Interior. All of these transferred units were, during their existence, to some degree concerned with rural land-use planning.

The functions and scope of the Resettlement Administration are broadly outlined in the Executive Order by which the agency was created, as follows:

(a) "To administer approved projects involving resettlement of destitute or low-income families from rural and urban areas, including the establishment, maintenance, and operation, in such connection, of communities in rural and suburban areas.

(b) "To initiate and administer a program of approved projects with respect to soil erosion, stream pollution, seacoast erosion, reforestation, forestation, and flood control.

(c) "To make loans as authorized under the said Emergency Relief Appropriation Act of 1935 to finance, in whole or in part, the purchase of farm lands and necessary equipment by farmers, farm tenants, croppers, or farm laborers."

To the extent necessary to carry out the provisions of this Executive Order, the Administrator is authorized to acquire, by purchase or by the power of eminent domain, any real property or any interest therein, and to improve, develop, grant, sell, lease (with or without the privilege of purchase), or otherwise dispose of any such property or interest therein.

The organization and plans of the Resettlement Administration have not yet crystallized sufficiently in all respects to allow one to speak with definiteness. However, two Divisions of the organization appear to be of particular interest for the purposes of this report -- the Division of Rural Resettlement and the Division of Land Utilization.

The functions of the Division of Rural Resettlement are, briefly, the initiation, development, and planning of resettlement

projects which may serve in the rehabilitation of certain classes of rural families, and the conduct of research pertinent to the activities of the Division. These functions involve a far-reaching program for the resettlement of rural families, primarily, although not in all respects limited to those obtaining or eligible for obtaining, Federal rehabilitation aid. Such a program, to be soundly conceived and executed needs to consider the land resources as well as the human problems involved, and must be based upon a sound land-use plan for each State. For such broad, basic land-use planning, the Division intends to utilize the work of the Land-Use Planning Section of the Division of Land Utilization. In the more detailed planning of a resettlement project, and in its relation to the surrounding territory, land planning principles need to be applied. This aspect of the problem will be taken care of by the Rural Resettlement Division's own project planning personnel (the Division has a large personnel, both in Washington and in the field which operates through twelve regional offices, and in addition maintains State, local and project offices.)

The functions of the Land Utilization Division of the Resettlement Administration are, briefly, to initiate, plan, and execute land conservation and development projects involving the acquisition of rural lands not now devoted to their most advantageous use from the standpoint of the general welfare, and their development for a beneficial public use such as forestry, recreation, wildlife refuges, etc.; to develop and carry out a national program of rural land-use planning in cooperation with other agencies, both Federal and State; and to carry on research pertinent to the activities of the Division. 5/

Cooperating with the Land Utilization Division in the program of purchase for land development projects are, depending upon the end use to be made of the land acquired: (1) the National Park Service of the Department of the Interior, concerned with land development projects to be devoted to park and recreational purposes; (2) the Office of Indian Affairs of the Department of the Interior, with Indian land projects; and (3) the Bureau of Biological Survey of the Department of Agriculture, with purchase areas to be devoted to migratory waterfowl refuges. The Land Utilization Division itself handles purchase projects designated as agricultural demonstration projects, to be devoted largely to forests, regulated grazing, or refuges for upland game. It should be noted that these land development projects,

5/ The provision of better economic and social opportunities for the families now resident on such acquired lands, primarily through resettlement on better lands, is now included within the functions of the Rural Resettlement Division.

although acquired by Federal funds, will not necessarily be administered by the Federal government. Plans call for a number of the projects to be leased to the States for administration in the future.

Like the Division of Rural Resettlement, the Land Utilization Division has a large personnel, operating through a Washington staff, twelve regional offices, project offices, and in the case of its land-use planning program, through State offices as well.

Of particular interest for purposes of the present report is the program of the Land-Use Planning Section of the Land Utilization Division. It operates through a Washington Land-Use Planning Section; there is a Regional Land-Use Planning Section in each regional office, and in practically every State a State Land-Use Planning Specialist who is administratively a part of his respective Regional Section, but is located at the State Agricultural College or Experiment Station. This land-use planning personnel cooperates with the various interested Federal, State and local agencies in developing and carrying out a comprehensive rural land-use planning program directed toward securing a better long-time utilization of our land resources. Included in its plans for work are: the classification of our land resources as to present condition and use; determination of a better long-time use or combination of uses of the land resources from physical, economic, and social standpoints; development and application of policies for getting the various types and classes of land into, and maintained in, their best use (such, for example, as rural zoning); recommendation of locations for land conservation and development projects; recommendation of locations for resettlement activities of the Rural Resettlement Division; and assistance to this Division in working out certain local readjustments occasioned by its resettlement projects, e.g., readjustments in State and local government and revenues necessitated by Federal non-taxable land ownership.

On the staff of the Division of Land Economics, which has been operating for many years as a basic unit in the Bureau of Agricultural Economics of the U.S. Department of Agriculture, are at present approximately ten technical workers engaged in various lines of research related to land policy and planning. The Director of the Division of Land Utilization of the Resettlement Administration also administers the Division of Land Economics in order to facilitate the closest possible integration in the work of these two closely related units.

With respect to the rural land-use planning activities of the Tennessee Valley Authority, the following descriptive statement

was prepared by Messrs. Tracy B. Augur, who has general responsibility for the Regional Planning Section of the Authority, and E. S. Draper, Director of Land Planning and Housing for the Authority:

"The Division of Land Planning and Housing has under contemplation a fairly broad program of land-use planning for the entire Tennessee Basin, but it has been proceeding slowly with its execution; first, because the activities of the various State Planning Boards may obviate the necessity of much preliminary research work; and second, because, not being an emergency organization under the same pressure as some of the others, we have preferred to take up some of the problems experimentally on a small scale before embarking on a broader program.

"We are now getting together as much information as possible from the work of the State agencies reporting to the National Resources Board in the belief that their work will supply a good share of the preliminary or reconnaissance picture of the Valley as a whole. Supplementing the work of the State planning boards and land-use consultants, there are a number of other general surveys available to us, notably the Tennessee River Survey made by the Army Engineers in 1926 and now being amplified by the Engineering Division of the Authority, as well as general surveys of mineral and forest resources under way by the Authority's Engineering and Forestry Division. There is also under way and nearing completion an aerial mosaic map of the entire Tennessee Valley, giving invaluable information on present land uses.

"In the belief that these various studies and surveys will give us a general picture of the Valley's land resources, we are confining our general studies for the present to office analyses of census and other available information, and to map presentation of collected data to bring out the significant facts about the resources of the Valley, and our field work is being devoted largely to studies of particular problem areas. Rather large problem areas are created by the construction of the reservoirs and the dislocations caused by them. Since three dams are now under construction, widely spaced across the Valley, we have a rather large field for intensive study.

"Perhaps the most significant of the detailed land resource studies now going on is that for the upper portion of the Tennessee Valley above Knoxville. This is in general charge of Mr. Donald Hudson, Geographer, of this Division. He has a field party of four or five geographers, with which two field men from the Forestry Division are cooperating. Two men from the Agricultural Division were

included in the original party, but because of differences in working methods are now operating independently in the same area with the intention of consolidating their studies with ours in the final maps.

"The field work is proceeding along a sample strip of land running across the Valley from the mountains on the east to the mountains on the west, and will be extended along trial lines parallel to the minor valleys. By this method it is expected to determine the large area for which the sample cross-section is typical, and thus to apply the detailed information secured in the sample surveys to a much larger area. Field notes are being plotted directly on prints of the aerial mosaics by a fractional series of symbols, from which a variety of facts relative to slope, soil types, crops, forest cover, erosion and similar matters can be drawn off.

"The method employed in this field work is frankly experimental with us, but has already produced such interesting results that it will doubtless be used in other areas, with such modifications as seem desirable to meet different topographic and land-use conditions. It gives us a fairly detailed and accurate measure of the various types of land and uses of land in the areas surveyed, and we hope will ultimately be extended so that the entire valley area is covered.

"As to the general planning of land use, we have done very little outside of the areas surrounding the new reservoirs, and in these areas the planning has been largely restricted to the land actually purchased by the Authority or to nearby areas which are directly affected. Dislocations of the highway network by the Norris Reservoir have forced study of the highway system considerably beyond the reservoir area, and a general study of the entire highway and transportation network of the Valley has recently been inaugurated. Studies of population distribution have also been on the schedule for some time, but have been delayed by the lack of sufficiently detailed maps to give us the degree of accuracy desired.

"As to the type of training needed for work in land-use planning, there are so many angles to it that it is difficult to designate any one profession as being better qualified than another. We have found the geographers particularly well qualified for the inventory and analysis of land resources, and we are depending upon trained foresters, and soils and crop experts from other Divisions for special information in their fields. In the land-use planning field we have on our staff town and regional planners who have shown evidence of a broad viewpoint, landscape architects with a recreational background,

and industrial and civil engineers. Because of the way in which the Authority is organized and its work proceeding, many studies relating to rural land-use are conducted outside of this Division in the Agricultural, Forestry, General Engineering, and Social and Economic Divisions, and the personnel involved is drawn from all sorts of technical fields. The work of our Division will be, in a measure, to interpret and to consolidate these findings in making land-use recommendations. The subject is too new and too broad to be made the province of any one profession, and I should say that the men best qualified are those thoroughly well trained in some one branch, but with a breadth of mind and interests sufficient to comprehend the whole field and appreciate the value of the services of those working in other parts of it."

Undoubtedly also other Federal agencies such as the Soil Conservation Service, now in the Department of Agriculture, the Forest Service, the National Park Service, the Office of Indian Affairs, the Bureau of Biological Survey, and others working with land problems offer opportunities for men with special training in rural land-use planning. The Forest Service, for example, as is well known, has for many years carried on a number of activities intimately related to the rural land-use planning field. That Service recently took steps to enlarge its staff so as to give special attention to this field as it relates to its own program.

Certain State activities involving rural land-use planning, such as the State planning boards, have already been referred to, although the continuity of the latter is yet to be established. In the category of established State agencies the principal source of employment appears at present to be the State Agricultural Colleges and Experiment Stations, to whose staffs specialists working in the field of land economics are being added as funds permit; the State Conservation Departments may also offer opportunities. State Land-Use Committees, State Land Economic Surveys, and the like, as they develop in the future may be expected to provide opportunities.

Although it is apparent that the prospect for employment in the field of rural land-use planning is at present contingent upon what is done to give continuity to the present emergency activities related to rural land-use, this Committee wishes to point out that workers who prepare themselves along the lines suggested later in this report should be qualified for positions in the various subfields of the more established general fields of agricultural economics, rural sociology, farm management, rural government and taxation, etc. The breadth of the training suggested should be an advantage, in fact, in obtaining such employment.

Job specifications, job classifications, and related matters pertaining specifically to positions in the rural land-use planning field as such, are not yet well developed. However, for illustrative purposes, the positions, classifications, and qualifications as given by the U.S. Civil Service Commission for the various grades of agricultural economists, will be helpful and indicative; among the "options", Land Economics approaches most closely the field under discussion in this report. 6/

Suggestions for Training

As the current activities in rural land-use planning develop, some adaptation of existing courses and possibly the establishment of a few special courses may be advantageous. Certainly, at present it appears more advisable to wait for a time until activities now being carried on in the rural land-use planning field take more definite shape so that a better basis in experience is available for giving definite suggestions which may involve curricular changes, and also in order that the longer-time future of these activities may be more clearly defined. Also to be taken into consideration is experience to date with training for the public service. In general it appears that programs of specialized training courses have not given the results anticipated, and that emphasis on a well-rounded program of training in fundamental "general" courses promises more success. This Committee, therefore, has made no attempt here to outline the content of courses, but only to give general suggestions with respect to established courses now commonly offered, which may be of assistance.

This Committee recognizes also the problem raised by the fact that the duties of persons engaged in the rural land-use planning field range all the way from those of the rural land-use planning leader, on the one hand, who must have a working knowledge of the entire field, to those of specialists in various fields on the other hand, who form a part of every working planning organization, but who are called upon primarily to function only as specialists. Furthermore, students desiring to enter the rural land-use planning field have varied backgrounds of earlier training; some are foresters, some geologists, some geographers, some agricultural economists, some soils men, etc. There is, of course, in between these two extremes, a third group of people, primarily specialists, who desire

6/ See, for example, Announcement of U.S. Civil Service Examination No. 93 (unassembled).

supplementary training in order to enlarge their knowledge of the inter-relations between their own specialized fields and other aspects of the planning problem as a whole.

Because operating planning organizations must be made up in large measure of well-trained technical specialists in various fields, it probably will be most helpful for the purposes of training guidance to outline the principal fields of study with which the rural land-use planning leader or director should be familiar in order effectively to perform his function. The planning leader must have sufficient grounding in these fields to appreciate their inter-relations, to organize and direct their respective contributions to the plan as a whole, and to evaluate and coordinate the often competing elements in the work done in terms of a final balanced, practicable plan proposed for execution. The Committee wishes to emphasize the point that the functions of the planning leader are called upon whether the "operating planning organization" be a large, formally organized unit of a governmental Bureau or a small group working together informally; whether it be an organization exercising "action" functions to effectuate its plans, or a "fact-finding" group whose functions are limited to research and advisory recommendations. Even if the task were, conceivably undertaken as a "one man job", the same essential considerations would apply.

In the judgment of the Committee, the following courses, or their equivalents, are regarded as essential for the rural land-use planning leader or director, and for those on the general administrative side of the work, although highly desirable for others working in the field. In this list, no attempt has been made to indicate the courses which should be taken as prerequisites.

A. Fields in which courses on the undergraduate level ordinarily should be sufficient:

1. Soils
2. Forest management (organization and valuation of forest properties for sustained-yield management)
3. Agricultural engineering, including principles of irrigation and drainage, land clearing, engineering, erosion control
4. Farm organization and management
5. American government, with special emphasis on State and local government
6. Sociology, including rural social institutions, standards of living, population
7. Economic statistics and method

8. Land Economics, including land and forest policy
9. Economic geography, with special emphasis on the location, character and distribution of resources and industries
10. Principles of economics
11. Conservation of natural resources
12. Geology
13. Recreation and wildlife in relation to land use 7/

B. Fields in which training on the graduate level is needed:

1. Economic theory
2. Production economics, with considerable emphasis upon localization, including transportation as related thereto
3. Public finance, with special attention to State and local taxation
4. Private finance, with particular reference to agricultural credit
5. Economic and social research methods (in some institutions this can be covered as a part of other courses)
6. Forest economics
7. Agricultural economics
8. Public administration

Familiarity with the general principles and practices of governmental organization, personnel, fiscal procedure including tax administration, and other aspects of public administration is essential for those who will occupy the higher administrative posts, and is of distinct advantage to others in the work.

9. Law

Law and legal institutions clearly are involved in very important ways in rural land-use planning. However, it is doubtful if the law courses customarily given are fully satisfactory for rural land-use planning purposes. The students in the social sciences generally need to have a substantial course developed in the philosophy and essential principles of concepts of the law, and such a course with a limited amount of supplementation would very well serve the needs of students pointed toward work in the field of land-use planning. Subjects in the field of law which are of particular importance to the rural land-use planning field include: (a) the principles of constitutional law as they affect land-use and

7/ A helpful outline of such a course has been prepared by Shirley W. Allen of the University of Michigan.

planning; (b) principles of the law of real property; (c) principles of water law -- irrigation, drainage, underground waters, riparian rights, and the like; (d) law of municipal corporations including legal principles of zoning, reorganization of local governments, taxation, etc.; (e) easements and other rights and interests in, and restrictions on, land-use and ownership; (f) the police power in relation to real property; and the like. Of special importance in such a course is a thorough examination of the concept of private property in land, the changing attitude in the direction of modifying the rights of private property in the public interest, and its social and economic implications.

10. Courses in which are presented the "philosophy" of planning, and the objectives, possibilities, limitations, and methods of "planning."

For the planning leader or coordinator, such courses are clearly of importance. One such course, for example, is economic history, including, of course, European as well as American, from 1750 to date. A well developed offering in this field will give a perspective difficult to obtain in any other way. Other valuable types of courses in this category have been given under the titles of Social Reform and Reconstruction, Administrative Aspects of Social Planning, 8/ and the like. A suggestive, brief list of references was given in the April 1935 issue of the LAND POLICY REVIEW, then published by the Land Policy Section of the AAA, now published as the LAND POLICY CIRCULAR by the Division of Land Utilization, Resettlement Administration.

11. City, Metropolitan and Regional Planning

The rural land-use planner should be familiar with what has been, and is being, done in this field. Courses are not yet widely offered, and knowledge thereof may perhaps have to be obtained by reading. A suggestive list of references in this field is given in the April 1935 issue of the LAND POLICY REVIEW, referred to above.

12. Rural sociology, including social institutions, social change, standards of living, and social problems.
13. Population distribution, especially in relation to rural social and economic structure, and change.

The following courses, all ordinarily on the undergraduate level, are regarded as helpful for the rural land-use planning leader, although not essential:

8/ A suggestive outline for a course of this title may be obtained from Professor John M. Gaus, University of Wisconsin.

1. Agronomy (farm crops)
2. Horticulture
3. Animal husbandry (types and breeds; feeds and feeding)
4. Surveying
5. Accounting
6. Silvics and silviculture
7. Maps and map making

In the judgment of the Committee, the best undergraduate training for rural land-use planners is, as a general rule, obtained in the agricultural or forestry college, provided the training program is broadened along the lines indicated above so as to include adequate work in economics, sociology, and other social sciences. However, it should be possible for liberal arts students interested in planning to fit the above listed courses into their programs; and it should be possible to arrange a major in other colleges which will permit a grouping of courses plus electives which will meet the needs of training for this form of public service. The above listed courses in themselves will go far toward providing a liberal education on a broad, cultural basis.

Certain of the above courses should be recommended to students who, while not being trained as land-use specialists, will deal with land problems for example in the capacity of State and county officials.

The Committee also wishes to make clear its position that the subjects listed above need not in all cases be acquired by formal course work. Given an adequate background, a person may, by reading, especially when guided by a competent adviser, and by experience which brings him in touch with various fields, go far toward acquiring an adequate working knowledge of a given field. This is, of course, particularly true of the undergraduate courses in the above list.

From the standpoint of the college curriculum, it is apparent that training for rural land-use planners offers much scope for collaborative courses. Such courses, however, must be very carefully organized, conducted and synthesized, if genuine content and effectiveness are to be achieved. Much scope is also afforded for graduate seminars, and it will be in such courses that the students interested in this field may get much material of special application to problems in land-use planning. This will be particularly true of the research aspects, and most individual graduate student training programs should include at least one graduate research seminar. One form which these seminars may take is the analysis of the planning for an actual area, with assignment of the various segments within the

problem to individual members.

The undergraduate training outlined above can, of course, be obtained satisfactorily only at an institution having good departments of agriculture, forestry, economics, sociology, and government. Full cooperation between these departments is also essential. For graduate training in land-use planning, an institution must in addition have a well developed graduate school with substantial graduate courses offered by these departments. Only a few institutions fit the foregoing requirements, and none of these has thus far organized its offering in form to meet the needs of this type of public service. It follows from the above that many of the students preparing for public service in this field will find it advantageous to do their graduate work at an institution other than that at which they did their undergraduate work, or may even find it desirable to divide their graduate work between different institutions. Concentration of training for land-use planning at a comparatively few well-equipped institutions will be the most effective procedure.

Apprenticeship, through which persons training to be rural land-use planners can learn by actually doing, is highly important, and this Committee recommends that definite steps be undertaken by the public agencies employing men in this field to develop, in cooperation with the training institutions, a program of employment apprenticeship. Young men, during their training period, could for example be employed on a temporary basis during the summer months; other possibilities should also be explored.

In view of the personnel needs, not only in the rural land-use planning field, but in the field encompassed by the activities of other Federal agencies as well, this Committee believes that it would be highly advantageous for the various educational institutions to assign to some person on their staffs the definite task of focalizing university training toward Civil Service or other public employment, or otherwise to develop and maintain a definite tie-up between training programs and government employment channels. In this way men could be more properly trained to meet the demands of the public service, and, after training, could be more advantageously placed.

This Committee believes that a determined effort should be made to establish fellowships in rural land-use planning, and also to establish research assistantships in qualified institutions in this field. Under the depressed economic conditions now prevailing, it is particularly difficult for planning agencies to secure the type of well-trained personnel needed unless financial assistance be made available to outstanding candidates.

DIGEST OF IMPORTANT LEGISLATION OF THE SECOND SESSION OF THE
74th CONGRESS 1/

S. 3483. Mr. Norris

This law enacts in substance the terms of Executive Order No. 7037, May 11, 1935, under which the Rural Electrification Administration was established. It provides for appointment of an Administrator by the President and the Senate, (term: 10 years) who is empowered: (1) to make loans to "States, Territories . . . municipalities, people's utility districts, and cooperative nonprofit, or limited dividend corporations or associations", to finance construction and operation of generating plants, transmission and distribution lines (loans are to bear interest at 3 percent and to be self-liquidating within a period not to exceed 25 years); (2) to make loans for wiring of premises, and for acquisition and installation of electrical and plumbing appliances (for terms not exceeding two-thirds of assured life thereof) for persons in rural areas; loans may be made to any borrowers in class (1) above, to individual consumers or dealers supplying such equipment; (3) to purchase at foreclosure sale, etc., any property pledged or mortgaged hereunder, and to operate (up to 5 years), lease or sell such property. The Reconstruction Finance Corporation is authorized to make loans to the Administrator (with approval of President) up to \$40,000,000 for each of the fiscal years ending 1937 and 1938, upon the security furnished by borrowers (from Administrator) hereunder or under the Executive Order creating the Rural Electrification Administration, with interest at 3 percent. No such loan shall be for more than 85 percent of principal held as security therefor. Authorizes \$40,000,000 for fiscal year 1939 and an equal appropriation for each of following 7 years: one-half of this amount shall be allotted annually for loans in States in the proportion which the number of their farms not then receiving central station electric service bears to the total number of farms in the United States not then receiving such service -- the other one-half shall be loaned without regard to the above apportionment, but only 10 percent thereof in one State or in all the Territories. Administrator may extend the time of payment of loans by not more than 5 years (excluding those held by Reconstruction Finance Corporation).
Approved May 20, 1936. Public Law No. 605.

1/ This digest of the more important legislation of the 2nd Session of the 74th Congress of the United States was prepared by H. A. Hockley, Land-Use Planning Section, Division of Land Utilization, Washington, D. C.

S. 3531. Mr. Overton

This is a modification of the Mississippi flood control project of 1928 in accordance with recommendations in the Chief of Engineers' report to the Committee on Flood Control, mainly as follows: (1) Raising of levees in vicinity of Morganza floodway; (2) perform no work on St. Francis and Yazoo River projects until States assume cost of necessary highway alterations, and furnish lands, easements, etc., for levees; (3) construction of White River levee system at expense of United States; (4) construction of necessary railroad and highway crossings over floodways; (5) United States to purchase the flowage rights for all floodwaters below Arkansas River and rights-of-way for all guide or protection levees; (6) authorizes appropriation of \$15,000,000 for emergency repairs, \$275,000,000 for carrying out the modified project adopted.

Approved June 15, 1936. Public Law No. 678.

H. R. 10104. Mr. Robinson of Utah

This act directs the National Park Service to make a comprehensive survey of the park and recreational-area programs of the United States and of the several States and their subdivisions (with their consent), in order to provide data for development of coordinated and adequate park and recreational facilities for people of the United States. Authorizes the National Park Service to cooperate with the States in such programs, and consents to negotiation of interstate compacts for development of such parks and recreational areas.

Approved June 23, 1936. Public Law No. 770 $\frac{1}{2}$.

H. R. 12876. Mr. Bankhead

An act to waive any exclusive jurisdiction over premises of Re-settlement or rural-rehabilitation projects; to authorize payments to States, political subdivisions, and local taxing units in lieu of taxes on such premises.

Approved June 29, 1936. Public Law No. 845.

H. R. 10094. Mr. Taylor

Section 7 of the Taylor Grazing Act is amended so as to provide a more practical and satisfactory method of classification of lands within a grazing district and to make available for private entry lands which are not available for other purposes than grazing. Section 8 is amended so as to make mandatory the exchange of lands upon the application of a State owning lands within a grazing district. It is also provided that no fees shall be charged for such exchanges, and that advertising expenses for such exchanges shall

be divided equally between the United States and the State or other applicant making the exchange. Section 10 is amended to provide that fees received from the leasing of individual tracts shall be disposed of in the same manner as fees received for permits within the grazing districts. Section 15 dealing with lands which are not so situated as to justify inclusion in a grazing district, is amended by providing for the lease and giving preference to such leasing owners, homesteaders, lessees, or other legal occupants of adjacent or contiguous lands. A new section (17) is added to the act giving authority to the President to appoint, with the advice and consent of the Senate, a Director of Grazing. All other members of the Grazing Division are to be selected in accordance with the Civil Service laws, but the assistant directors and graziers are required to be citizens and residents of some one of the States affected by the act. There is a further amendment increasing the number of acres to be administered under the act from 80 to 142 million.

Approved June 26, 1936. Public Law No. 827.

H. R. 8455. Mr. Wilson

An act to authorize the construction of certain public works on rivers and harbors for flood control. No money appropriated under the act may be expended on any project until States, political subdivisions thereof, or other responsible local agencies have given assurance that they will (1) provide without cost to the United States all lands or easements necessary for such construction; (2) save the United States free from damage due to such construction; (3) maintain and operate all works after completion in accordance with the regulations prescribed by the Secretary of War. The total cost of the works is to be approximately \$465,000,000. Approved June 22, 1936. Public Law No. 738.

S. 3780. Mr. Bankhead

This act amends the Soil Conservation Act of 1935 (Public 46, page 163). This bill adds Sections 7 to 12 to the original act authorizing the Secretary of Agriculture to exercise the powers granted to promote, improve and reserve the economic use of soil facilities and diminish the exploitation and unprofitable use of national soil resources. The Secretary is given power to make grants-in-aid to agricultural producers based upon the acreage of crop land, acreage of soil improving or erosion preventing crops, or a percentage of their normal production which equals the percentage of the normal national production of such commodities required for domestic consumption. The Secretary shall cooperate with States in the execution of State plans to effect the purposes of this act

by making grants to enable them to carry out such plans. The act prescribes the general regulations governing the making and submission of such plans for approval by the Secretary.
Approved February 29, 1936. Public Law No. 461.

H. R. 11687. Mr. Cartwright

This is an act to amend the Federal Aid Highway Act of 1916 as amended. The original act provides for grants-in-aid to the States for highways, forest roads, elimination of railroad grade crossings, etc. This amendment authorizes the following appropriations annually for years 1938 and 1939 for road construction, etc.: (1) \$125,000,000 for allotment to States under the Highway Act; (2) \$10,000,000 for forest roads and trails; (3) \$2,500,000 for roads through untaxed Indian lands and Federal Reservations; (4) \$7,500,000 for roads in national parks; (5) \$50,000,000 for elimination of grade crossings, which sum need not be matched by the States. Not to exceed $1\frac{1}{2}$ percent of allotments to the States may be used for surveys and plans. Section 7 authorizes the appropriation of \$25,000,000 for each of the fiscal years of 1938 and 1939 to be applied to secondary or feeder roads including farm-to-market roads, rural free delivery mail routes, and public school bus routes.

Approved June 16, 1936. Public Law No. 686.

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B O O K R E V I E W S

MODEL LAWS FOR PLANNING CITIES, COUNTIES, AND STATES.

Edward M. Bassett, Frank B. Williams, Alfred Bettman, and Robert Whitten. Harvard City Planning Studies VII. Harvard University Press, Cambridge, Massachusetts. 1935. 137 pp. \$3.50.

This volume is a result of the collaboration of four notable authorities in the field of planning. Existing legislation, court decisions, and attitudes toward planning are appraised, and adaptable legislative forms and procedures are presented with a view to consolidating the gains and furthering the progress of planning. As in most symposia of this character, the authorities are in substantial agreement regarding the ultimate results which are desired, but exhibit considerable divergence in methods. Bassett and Williams appear on the side of education and subsequent slow development of planning measures and administrative authorities,

utilizing existing laws and making compromise with present attitudes and practices. Bettman and Whitten, on the other hand, favor much more extensive use of present statutes and substantial increases in the grants of power to planning authorities.

Bassett and Williams confine their discussion of city planning to methods of employing the police power to procure better physical improvements for communities. That part of the police power is considered which concerns the governmental machinery for making, protecting, and coordinating the location of streets, parks, parkways, sites for public buildings, zoning districts, public reservations, public utility routes, harbor lines, and areas subjected to other governmental regulations under the police power. Within these limits, the greater part of their attention is directed to parks, streets and zoning districts. The stand is taken in deference to local autonomy that counties should not be granted power to zone areas within which localities do not zone on the ground that their failure to do so is evidence that regulation is not expedient. Zoning of unincorporated areas by the county is supported, however. Legislative forms are appended with court cases, and administrative forms for a municipal zoning enabling act, a municipal planning enabling act, a county planning enabling act, and a State planning act. State linear zoning of land abutting state highways is not supported as legally feasible.

Bettman, in his section on a county and regional planning act, raises the very significant problem of regulation of land outside of municipalities not treated by Bassett and Williams: "As counties include land which is extra-municipal but urbanized or becoming so, the definition of the scope of the county master plan appropriately includes at least the same functional subjects as the municipal master plan. Since, however, county jurisdiction includes non-urban areas, the definition ought especially to reflect the problems of such areas; for this reason there has been added the classification of non-urban land uses and other features appropriate to non-urban development. Studies made by leaders in the field of agricultural economics, as for example, those made under the auspices of the United States Department of Agriculture, demonstrate that some degree of classification of non-urban land uses is a fundamental economy, a fundamental need, probably more important than the classification of urban land uses, and that the type of public regulatory power which is known as zoning may prove to be a useful instrument in this newer field." 1/ Rural land use classification is held to be particularly adaptable to planning on a

1/ p. 71.

State-wide scale, but counties may wish to commence action prior to State activities (as in the case of Oneida County, Wisconsin). Furthermore, county administrative units may serve as useful experimental areas, hence county planning acts and administrative bodies might well be empowered to include zoning in planning procedure despite the fact that county planning is not as well established in experience or governmental structure as municipal planning, and there is little by way of legislative precedent for non-urban land-use classification. Regional planning, it is stated, should be through the device of authorized cooperation between groups of municipalities and a county or counties, or between two or more counties, and the county forms should provide for such action. In his discussion of a State planning body, Bettman favors the inclusion of a member of the faculty of a State University in order to bring to bear broader viewpoints in urban sociology and land economics. He also expands the scope of State planning beyond that outlined by Bassett and Williams to include all functional classes of State works, structures and uses, non-urban land classification and conservation of soils, water flowage, and other natural resources. The State planning agency should also provide a pool of technicians for the service and advice of smaller localities.

Whitten's approach is probably the broadest presented. He does not offer drafts of specific forms, but holds that the other forms might be modified in line with his stand. He expresses a conviction that the planning field must be expanded beyond the proposals of Bassett, Williams and Bettman, and that all police power controls should be correlated in a single enabling planning and zoning measure. In other words, these should not be separate acts and procedures for zoning, subdivision control, and adoption of an official map rendering real unity of plan impracticable. "These diverse procedures also handicap the expansion of the field of planning regulation when such expansion is needed to provide for the development of the neighborhood unit or other needs of community life." 2/ The extension of control to highways (linear zoning), neighborhood units and unspoiled countryside is also favored. He is in substantial agreement with Bettman on the need for county planning and zoning, stressing the regulation of farm settlement on submarginal land and scattered settlement in forest or recreational areas which occasion high costs for the types of public services offered. In general, the creation of regional planning authorities within a State is not favored except in a few cases to be covered by special enabling acts. With regard to the State planning authority, Whitten favors a strong body with wide

2/ p. 124.

powers to change and adjust official zoning and planning maps. The initiative for rural zoning should come from the State planning body, subject to approval by the county or counties affected. No compromises with, or solicitation of the approval of other minor jurisdictions should be entertained. The "theory of maximum local self-government" (somewhat apparent in the plans offered by Bassett and Williams) is held to be inimical to the successful prosecution of broad State policies. For instance, a program of zoning and rural land-use directed toward reduction of public costs of scattered settlement might well be resisted by townships and other local districts which face abolition, consolidation, or general overhauling as a result of forward-looking State policy. This question of compromises to be made with existing institutional arrangements, such as the notion of local self-government, is always a fundamental point of controversy between schools of planning.

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RECENT ARTICLES AND PUBLICATIONS

Periodical Articles

PLAN AGE. 2 (6) June-July 1936.

The papers in this issue fall into two general groups -- four describing planning activities in the Pacific Northwest, and four planning programs in California.

In an article on "The Pacific Northwest Regional Planning Commission", P. Hetherton explains its organization and describes the region and the work of the Commission.

W. A. Carrothers in "Social and Economic Planning in British Columbia" tells of the progress in planning which is being made there in the absence of a master plan in the Dominion.

"The Beginnings of Planning in the State of Washington" by B. H. Kizer explains that the groundwork for the future is being laid, and that the State is still only in the beginning stages of planning.

V. B. Stanbery in "Planning in Oregon" has outlined the State program.

James B. Sharp has explained, in "Securing Basic Data for Planning Purposes" the contributions of the federally supported research program in California during 1933-36, and the problem of coordination.

The problems and difficulties of land-use adjustment in California are described by David Weeks.

Paul S. Taylor of the Resettlement Administration has written about the "Resettlement Administration and Migratory Agricultural Labor in California", explaining the seriousness of the problem and what the Resettlement Administration has done in the way of rural rehabilitation of this group of workers.

And "State Planning in California", where conservation and development are both needed, is the subject of the paper by L. Deming Tilton.

PLAN AGE is published by National Economic and Social Planning Association, 726 Jackson Place, Washington, D. C.

"America's Town Planning Begins." Henry S. Churchill. NEW REPUBLIC. June 12, 1936.

The four towns (near Boundbrook, New Jersey; Cincinnati, Ohio; Washington, D. C.; and Milwaukee, Wisconsin) being built by the Suburban Resettlement Division of the Resettlement Administration constitute, in the opinion of the author, the most far-reaching and significant effort in housing today. "They are the first large-scale attempt in this country to integrate all the factors that go to make a community-- towns planned from the beginning by technicians according to a definite conception of purpose."

The Resettlement Administration is calling them "greenbelt towns" because each is set in the midst of several thousand acres of land to serve as a protection from blights and encroachment, and also

to serve for agricultural and recreational uses. The inhabitants will depend upon nearby industry for support. The towns represent a great advance over anything done before. "They will be four towns where decent housing and the amenities of life are permanently provided for, where amenities for people rather than profits were a primary consideration. . . These towns will not solve the problem of housing for the masses, but they will demonstrate what new civic patterns can do towards making a better and more pleasant way of living . . . "

Note: The District of Columbia Court of Appeals recently found the 1935 Relief Appropriation Act unconstitutional, its decision being aimed particularly at the New Jersey Resettlement Administration project mentioned above. Work there has been halted.

"Land-Use and Water-Supply Problems in Southern California: Market Gardens of the Palos Verdes Hills." H. F. Raup.
GEOGRAPHICAL REVIEW. April 1936, p. 264.

A delicately balanced agriculture on the plains surrounding Los Angeles, possible only because of careful attention to the conservation of the available rainfall.

Land utilization map shows the land is used for the growing of fresh vegetables, dry vegetables, barley for grain or hay, the remainder being bench land. Amount and time of rainfall, moisture, retention of soil, are critical factors.

"Laws of Planning." A summary of the legal provisions for State planning. Clifford J. Hynning (member of Illinois Bar) and MacDonald Salter (American Society of Planning Officials). STATE GOVERNMENT 9 (6) 129. June 1936.

Thirty-three State Legislatures have created State planning agencies in the past three years for planning the orderly physical, social and economic development of the State. The primary function of the planning board is to act as an advisory agency to the governor and to the legislature, although its functions vary somewhat among the States. In many States, State department heads are ex-officio members. Memberships vary from five to twenty, with nine the median number. Period of office ranges from two to eight years; approx-

priations vary from \$2,300 in New Mexico to \$100,000 in Wisconsin for a two-year period. Master plans are being prepared by some State boards, and public works programs developed in several. It is obvious that the board has been organized "not as an agency to intrude upon the functions of existing state departments, but as an agency to coordinate the work of many public bodies."

"Agricultural Wage Relationships: Historical Changes and Geographical Differences." John D. Black. REVIEW OF ECONOMIC STATISTICS XVIII (1-2). February-May 1936.

A partial report on research into available data on wages paid farm labor in the United States to see what they reveal as to the content and character of the expected relationships. The analysis covers historical changes in farm wage rates, their geographic pattern and historical changes in the geographic pattern.

"The Best Use of the Land." M. L. Wilson. RURAL AMERICA XIV (5) 8. May 1936.

"We have treated land, the basic heritage and source of dependence of all people . . . very badly. We are still treating it badly. We are beginning to realize in the language of dollars and cents, which we all understand, just how badly we have and are now treating it. And out of the necessity born of our dependence on the land we are turning slowly but determinedly to planning -- land-use planning."

"State and Federal Land Policy During the Confederation Period." Henry Tatter. Reprint from AGRICULTURAL HISTORY 9 (4) 176. October 1935.

A comparison of State and Federal land policies during the years 1776-1789 with the new British policy to assure large revenue receipts.

Bulletins

"Farm Relief and Rehabilitation Problems in the Loess Hills of Central Nebraska (as typified by Sherman County, Nebraska)." Research

Bulletin K-1. Works Progress Administration, March 1936. (Prepared for Rural Section by R. S. Kifer, Bureau of Agricultural Economics). Washington, D. C.

In order to obtain a summary of the present condition and future prospects of farmers in the drought area of 1934, a survey of rural economic conditions was undertaken in the spring of 1935 by the Division of Farm Management and Costs of the Bureau of Agricultural Economics, United States Department of Agriculture, in cooperation with the Division of Research. FERA. Thirteen representative counties in Colorado, Nebraska, New Mexico, North Dakota, South Dakota, Texas and Wyoming were included.

Data were secured from such sources as the Weather Bureau, the Bureau of Chemistry and Soils, and the Crop Reporting Board of the United States Department of Agriculture, reports of State Statisticians, and the records of production control contracts. Detailed information on the organization of farms, crops grown, livestock and crop production, and financial progress of farmers was secured by personal interviews with selected farmers in each county.

The present report deals with Sherman County, Nebraska, where 57 representative farmers were interviewed. This county was studied as typical of the Loess Hills area of central Nebraska. (Prefatory note.)

"Natural and Economic Factors Affecting Rural Rehabilitation Problems in Central South Dakota (as typified by Hyde County, South Dakota)." Research Bulletin K-2. Works Progress Administration. March 1936. (Prepared for the Rural Section by H. L. Stewart, Bureau of Agricultural Economics.)

Report similar to above dealing with Hyde County, South Dakota, where 48 representative farmers, or 8.3 percent of all farmers in the county, were interviewed in April 1935. This county was studied as typical of the entire Missouri Plateau area of central South Dakota.

THE USE AND MISUSE OF LAND. R. Maclagan Gorrie. Oxford Forestry Memoirs. November 19, 1935. Oxford at the Clarendon Press. (London) 1935.

A report, prepared from material collected during a four

months' tour covering 17,500 miles, of the United States, dealing with the misuse and abuse of forest land and the need for a well considered land policy to prevent this. It is felt that if the land as a whole could be put to its best uses, and if backward agricultural communities were helped towards this aim, the menace of over-grazing would automatically disappear. The question of erosion control on farm land has also been dealt with, as it is felt that recent American developments should be of value to workers in this field, particularly in Africa and India, wherever "shifting cultivation" is still practiced.

"Introduction to Reports of the Forest Survey of the Lake States: Purpose, Methods, Standards and Definitions." Lake States Forest Experiment Station Economic Notes No. 4, May 1936. (United States Department of Agriculture, St. Paul, Minnesota.)

"Forest Areas and Timber Volumes in Michigan." Economic Notes No. 5. June 1936. (United States Department of Agriculture, St. Paul, Minnesota.)

"Fundamental to sound planning in either public or private forestry are reliable basic data on the local and national timber situation.

"From time to time estimates have been made of the volume of timber left standing in the country. Current rate of growth has been computed and contrasted with the rate of depletion, and forecasts made of future timber needs. At no time, however, until the National Forest Survey was authorized by the McSweeney-McNary Act in 1928 was any systematic effort made to carry on a complete field survey to gather the information. The present Forest Survey now under way in most of the important forest regions of the country is such a survey."

"Agricultural Economic Facts." BASEBOOK OF IOWA. Iowa State College Special Report No. 1. April 1936, pp. 179. (Ames, Iowa.)

Basic information about the State analyzed and presented under the chapter headings of Iowa Farm Income; Iowa Farm Prices; Iowa Farm Production; Iowa Farm Real Estate; Iowa Farm Taxes; Types of Farming in Iowa; Iowa Farm Home Conveniences; Iowa Population, Maps and Charts.

THE GRAZING BULLETIN. 1 (2) June 1936. Issued quarterly by Division of Grazing, Department of Interior, Washington, D. C.

The first number of this BULLETIN summarized the first year's work of the Grazing Division. This issue describes subsequent developments under the Taylor Grazing Act, summarizes the work of improving grazing districts performed by Emergency Conservation Corps, lists the personnel, and provides an organization chart of the Division of Grazing.

The contents include rules for 1936 license issuance; forms of agreement; America's first grazing district; Land Office activities under Taylor Act, etc.

ATLAS FINDING LIST of Towns and Counties for Tennessee Valley Area and Adjacent Districts. Industrial Units, Land Planning and Housing Division, T.V.A. Knoxville, Tennessee.
January 1936.

An alphabetical list of towns and counties giving latitude and longitude to $7\frac{1}{2}'$ (minutes) and population.

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